

CALIFORNIA SCHOOLS

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CONTENTS

	Page
Directory of the State Department of Education.....	356
State Support of Public Education.....	357
Comparison of School District Expenditures for 1931-1932 and 1932-1933.....	360
Departmental Communications.....	363
Interpretations of School Law.....	366
For Your Information.....	369
Professional Literature.....	375



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CALIFORNIA STATE PRINTING OFFICE
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State Support of Public Education

VIERLING KERSEY, *Superintendent of Public Instruction*

The character of educational programs offered in the public schools depends to a very large extent upon the amount and system of financial support for public education. The extent to which the democratic ideal of equality of educational opportunity may be realized largely depends upon the amount of financial support given to public education directly by the state and upon the method of apportionment of state school funds to the several school districts.

The new plan of school support provided under Senate Constitutional Amendment No. 30 (Riley-Stewart plan) which was enacted by the people on June 27, 1933, is a long step forward. This amendment transferred the burden of school support formerly required of the counties to the state as a whole. Consequently the inequalities in county school tax burdens have been eliminated. The state is now contributing more than twice the proportion of total school support formerly provided by the state. According to recent estimates, the state is now contributing approximately 67 per cent of total elementary school current expenditures and 62 per cent of total high school current expenditures. The people of the state are to be complimented upon this important advance made in school finance.

This system of school support, however, leaves further progress to be desired. Great inequalities in educational opportunities offered, and in school tax burdens still exist among California communities. The method by which state school funds are apportioned to the several districts fails to take into account differences in financial ability among local school districts. As a result, local school districts with low assessed valuations are obliged to bear tax burdens many times as heavy as those borne by the more wealthy school districts. The poorer districts as a general rule, even though imposing excessively high tax rates on their property, are unable to offer educational programs comparable with those maintained by districts in a more fortunate financial condition.

It is a generally accepted principle that the state should assume responsibility for equalizing educational opportunities and the burden of support for education. To accomplish this in California requires a revision of present methods of apportioning state school funds.

Two general methods are suggested which will aid in the accomplishment of the two above purposes:

1. Complete state support of a minimum acceptable educational program in every school district.
2. An equalization plan for apportioning state school funds to the several school districts of the state. Three elements are involved in such a plan:
 - a. Determination of the cost of a minimum acceptable educational program in each school district.
 - b. Levy of a local school district tax which is of uniform rate throughout the state.
 - c. Apportionment of state school funds to local districts to meet the difference between (a) cost of minimum acceptable educational program, and (b) proceeds of local school district tax.

Either of these methods of equalization requires both the determination of the minimum acceptable educational program in terms of educational need, and the development of a method of computing the cost of such a program for each district.

Following the plan announced in the August, 1933 issue of *California Schools*, the State Department of Education plans to undertake immediate study of the problems involved in state support of public education through a state wide committee under the direction of the State Department of Education. The committee organization is as follows:

A. Committee of the State Department of Education:

Walter E. Morgan, Assistant Superintendent of Public Instruction and Chief, Division of Research and Statistics, chairman.

Ivan R. Waterman, Chief, Division of Textbooks and Publications.

B. State advisory committee:

Willard S. Ford, Professor of Education, University of Southern California.

J. E. Hancock, County Superintendent of Schools, Santa Clara County.

C. Ray Holbrook, City Superintendent of Schools, Santa Cruz.

Grayson N. Kefauver, Dean, School of Education, Stanford University.

Elmer H. Staffelbach, Research Director, California Teachers Association.

Fletcher Harper Swift, Professor of Education, University of California.

It will be the function of this committee to make a thorough study of the many problems of state school finance and to recommend proposals for a plan of state school finance which will make possible equalization of educational opportunities and school tax burdens. Such a program should receive the united support of all persons and organizations interested in the welfare of public education in California.

Comparison of School District Expenditures for 1931-1932 and 1932-1933

WALTER E. MORGAN, *Assistant Superintendent of Public Instruction
and Chief, Division of Research and Statistics*

In the following tables is presented a comparison of the expenditures of California school districts for the school years 1931-1932 and 1932-1933. The expenditure data reported for the school year 1931-1932 are taken from the audited and corrected annual reports of county superintendents of schools; the data for 1932-1933 are tentative only and are based upon the unaudited county superintendents' reports for that year. The comparisons indicate that while there was an actual total increase in average daily attendance in all school districts amounting to 1.8 per cent the expenditures made by the school districts were reduced 15.8 per cent. Because of the slight increase in total average daily attendance the reduction in the expenditure per unit of average daily attendance was somewhat greater than the percentage of reduction in total district expenditures. The expenditure per unit of average daily attendance was reduced in the total 17.3 per cent.

The total reduction in district expenditures for the year was somewhat in excess of \$22,600,000. Of this total, slightly over \$15,000,000, or almost exactly two-thirds, represented a reduction in the current expenditures of the school districts, the other one-third of the total reduction representing a decrease in capital outlay expenditures. The total current expenditures made during 1932-1933 were 11.9 per cent less than the current expenditures of the preceding school year, while the capital outlay expenditures represented a 46.6 per cent reduction for the year.

The greatest reductions, both in terms of total amounts and in terms of percentage, were made by the high school districts. This fact is evidenced not only by the reduction of over \$11,000,000 in total expenditures by the high school districts but also by the fact that the total current expenditure for high schools during 1932-1933 amounted to only \$149.03 per pupil in average daily attendance. This is a lower figure than has been reported for high school districts since 1919, in which year the current expenditure per pupil in high school was \$146.99.

Attention also should be called to the remarkable decrease in the current expenditure per pupil of elementary school districts. The figures presented for these two years are not comparable with the per pupil expenditure figures for preceding years since during the past

two school years only expenditures for kindergartens and elementary schools have been combined and expenditures per pupil have been computed on the basis of the combined average daily attendance in kindergartens and elementary schools. Previous to 1931-1932 kindergarten data were reported separately from those for elementary schools.

Table No. 1

Average Daily Attendance and School District Expenditures, by Types of School Districts, 1931-1932

Districts	Average daily attendance	Current expenditures	Capital outlays	Total district expenditures
Elementary school.....	655,901	\$63,924,609 58	\$6,651,420 83	\$70,576,030 41
High school.....	336,687	60,041,587 20	8,352,781 16	68,394,368 36
Junior College.....	15,695	3,298,434 42	1,111,011 44	4,409,445 86
Totals.....	1,008,183	\$127,264,631 20	\$16,115,213 43	\$143,379,844 63

¹ Includes 42,726 units of average daily attendance in kindergartens, as all kindergarten expenditures are made by elementary school districts and are not segregated from expenditures made for elementary schools. Also includes 68 units of average daily attendance in high school courses maintained in elementary schools as all expenditures are made by elementary school districts.

² Includes 75,299 units of average daily attendance of seventh and eighth grade pupils in junior high schools as all expenditures for junior high schools are made by high school districts.

Table No. 2

Average Daily Attendance and School District Expenditures, by Types of School Districts, 1932-1933

Districts	Average daily attendance	Current expenditures	Capital outlays	Total district expenditures
Elementary school.....	655,947	\$56,487,658 92	\$3,237,701 68	\$59,725,360 60
High school.....	351,921	52,449,017 34	4,768,953 58	57,247,970 92
Junior College.....	18,796	3,228,139 81	571,003 36	3,799,143 17
Totals.....	1,026,664	\$112,164,816 07	\$8,607,658 62	\$120,772,474 69

¹ Includes 40,166 units of average daily attendance in kindergartens, as all kindergarten expenditures are made by elementary school districts and are not segregated from expenditures made for elementary schools. Also includes 64 units of average daily attendance in high school courses maintained in elementary schools as all expenditures are made by elementary school districts.

² Includes 76,534 units of average daily attendance of seventh and eighth grade pupils in junior high schools as all expenditures for junior high schools are made by high school districts.

Table No. 3

School District Expenditures per Unit of Average Daily Attendance by Types of School Districts, 1931-1932

Districts	Current expenditures	Capital outlays	Total district expenditures
Elementary school.....	\$97 48	\$10 14	\$107 62
High school.....	178 33	24 81	203 14
Junior college.....	210 16	70 79	280 95
Totals.....	\$126 23	\$15 99	\$142 22

Table No. 4

**School District Expenditures per Unit of Average Daily Attendance
by Types of School Districts, 1932-1933**

Districts	Current expenditures	Capital outlays	Total district expenditures
Elementary school.....	\$86 12	\$4 93	\$91 05
High school.....	149 03	13 64	162 67
Junior college.....	171 75	30 38	202 13
Totals.....	\$109 25	\$8 39	\$117 64

Table No. 5

**Amounts and Percentages of Decrease in School District Expenditures,
by Types of School Districts, 1931-1932 to 1932-1933**

Districts	Current expenditures		Capital outlays		Total district expenditures	
	Amount	Per cent	Amount	Per cent	Amount	Per cent
Elementary school.....	\$7,436,950 66	11.6	\$3,413,719 15	51.3	\$10,850,669 81	15.4
High school.....	7,892,569 86	12.6	3,553,827 58	42.5	11,446,397 44	16.3
Junior college.....	70,294 61	2.1	540,908 08	48.6	610,302 69	13.8
Totals.....	\$15,099,815 13	11.9	\$7,507,554 81	46.6	\$22,607,369 94	15.8

Table No. 6

**Amount and Percentage of Increase in Average Daily Attendance and
Amounts and Percentages of Decrease in School District Expendi-
tures per Unit of Average Daily Attendance, by Types of School
Districts, 1931-1932 to 1932-1933**

Districts	Increases in average daily attendance		Decreases in expenditures per unit of A. D. A.					
			Current expenditures		Capital outlays		Total district expenditures	
	Number	Per cent	Amount	Per cent	Amount	Per cent	Amount	Per cent
Elementary school.....	146	0.0	\$11 36	11.7	\$5.21	51.4	\$16 57	15.4
High school.....	15,234	4.5	29.30	16.4	11.17	45.0	40.47	19.9
Junior college.....	3,101	19.8	38.41	18.3	40.41	57.1	78.82	28.1
Totals.....	18,481	1.8	\$16 98	13.5	\$7 60	47.5	\$24 58	17.3

DEPARTMENTAL COMMUNICATIONS

Office of the Superintendent of Public Instruction

VIERLING KERSEY, Superintendent

COMMITTEE ON TENURE OF PROFESSIONAL PERSONNEL

In the October, 1933, number of *California Schools*, it was announced that a state wide committee under the chairmanship of L. B. Travers, Chief of the Division of Adult and Continuation Education, and representative of various interests and groups, would be appointed to study problems of tenure of professional personnel. The following committee has been appointed:

Representatives of State Department of Education

L. B. Travers, Chief, Division of Adult and Continuation Education, Chairman

Sam H. Cohn, Deputy Superintendent of Public Instruction

Alfred E. Lentz, Administrative Adviser

Representatives of California School Trustees' Association

John J. Allen, Jr., Oakland

W. Maxwell Burke, Santa Ana

Speed B. Leas, Fresno

Representatives of California Teachers Association

E. B. Couch, Los Angeles

Darrell J. McCunn, Pasadena

Edith E. Pence, San Francisco

Division of Research and Statistics

WALTER E. MORGAN, Chief

CORRECTION TO DIRECTORY OF CALIFORNIA SUPERINTENDENTS OF SCHOOLS, OCTOBER, 1933

This office has been advised of a correction to the list of district superintendents of schools for Santa Clara County. The following line should be inserted on page 351 of the Directory.

Gilroy Elementary and High—Roy E. Simpson----- x x -- -- x --

SCHOOL DISTRICT ELECTIONS NECESSARY TO INCREASE DISTRICT EXPENDITURES

County superintendents of schools were informed by a form letter from this office under date of October 17, 1933, that the Attorney General, in opinion number 8827, had stated that in his opinion moneys received by school districts for the education and care of Indian children through contracts with the federal government, entered into under School Code sections 3.10-3.13, are not subject to the 5 per cent limitation on school district expenditures imposed by section 20 of Article XI of the State Constitution.

In opinion number 8827a, received from the Attorney General under date of October 18, we are advised that school district expenditures incurred through contracts or other obligations entered into during the fiscal year 1932-33 and payable in that year but not in fact actually paid until the fiscal year 1933-34, should, in applying the 5 per cent limitation, be treated as expenses of the fiscal year 1932-33 and not as expenses of the year 1933-34.

In the latter opinion, however (number 8827a), the following types of school district expenditures were held to be included in the total expenditures of the district which are subject to the 5 per cent limitation on increased district expenditures imposed by section 20 of Article XI of the State Constitution:

1. Additional apportionments of state school funds required by the State Constitution and Statutes due to increase in teacher units allowed to elementary school districts.
2. Expenditures for replacement of school buses condemned under the Rules and Regulations of the State Board of Education or under the provisions of the California Vehicle Act.
3. Expenditure of funds accumulated prior to the enactment of the constitutional amendment under the authority of School Code section 4.281 for building purposes.

In view of the opinion of the Attorney General relative to the three points above enumerated it is evident that school districts desiring to exceed the 5 per cent limitation on school district expenditures imposed by section 20 of Article XI of the State Constitution, as that section has been interpreted by the Attorney General, must secure exemption from the constitutional provisions either from the State Board of Equalization or from the electors of the school district. If applications made by the school district have been denied by the State Board of Equalization the only recourse is through a vote of the electors of the school district. In opinion number 8827a the Attorney General advises that the election procedure to be followed in such cases

is stipulated in Political Code sections 1044, 1120, 1121, 1133, and 1151. The full text of these sections of the Political Code will be provided to county superintendents of schools so that they may be made available to school district officials desirous of resorting to the special election required. Authorization for exemption from the 5 per cent limitation requires a two-thirds vote of the electors of the district voting at the special election called for this purpose.

Division of Teacher Training and Certification

EVELYN CLEMENT, Chief

JUNIOR HIGH SCHOOL CERTIFICATES

According to School Code section 5.162, added by the statutes of 1933, junior high school certificates issued after August 21, 1933, authorize the holders to teach in the seventh, eighth, and ninth grades of the elementary and the secondary schools of the county. In accordance with this provision in the code, after August 21, 1933, two types of junior high school credentials will be issued by the Commission of Credentials: a general junior high school credential authorizing the holder to teach in the seventh, eighth, and ninth grades of any elementary and any secondary school in the state; and a junior high school and elementary school credential authorizing the holder to teach in all grades of any elementary school and in the seventh, eighth, and ninth grades of any secondary school.

Junior high school certificates issued after August 21, 1933, will carry the authorization as specified in School Code section 5.162.

RENEWAL OF CREDENTIALS FOR UNEMPLOYED TEACHERS

According to School Code section 5.354, which became effective on August 21, 1933, until July 1, 1935, credentials of unemployed teachers may be renewed without fee. By applying to the Division of Teacher Training and Certification, State Department of Education, Sacramento, or to the office of the State Department of Education, 311 California State Building, Los Angeles, an unemployed teacher may secure an affidavit form certifying to unemployment. This form may be presented with the old credential when a request for a renewal without fee is filed.

INTERPRETATIONS OF SCHOOL LAW

Supreme Court Decisions

Dismissal of Permanent Teachers

The action of a trial court in refusing to reinstate a permanent teacher of a school district after the teacher had been dismissed from the service of the district can not be attacked on the ground that certain of the charges filed against the employee with the governing board of the district related to acts of the employee more than three years before the filing of the charges, if other charges and findings as to more recent conduct support the judgment.

A finding by the superior court that a permanent employee has been successfully employed by a school district is not inconsistent with a finding that the employee was incompetent and unfit to teach where it appears from the finding that it was to establish the fact that the employee had tenure based on his years of continuous service.

Until a permanent teacher is dismissed the teacher retains his tenure and the rights incident thereto but it is not an incident of such tenure that a teacher must be given active employment pending the conclusion of dismissal proceedings against him or paid his full salary when it is determined upon hearing that cause for his removal existed. (*Gantner vs. Board of Education of Los Angeles City High School District, et al.*, 86 C. D. 391, --- Pac. ----)

Pedestrian Traffic Tunnels

Under School Code section 4.960 funds derived from the sale of school district bonds can not be used for the construction of pedestrian traffic tunnels. Under School Section 6.3 such tunnels can be no further away from a school than the street upon which the grounds abut. (*Los Angeles City School District, etc., vs. Payne*, 86 C. D. 362, --- Pac. ----)

Attorney General's Opinions

Application of Constitution, Section 20, Article XI

Moneys received by a school district from the federal government under an agreement entered into between the federal government and the school district by the authority of School Code sections 3.10-3.13

are not subject to the limitation on the expenditures of school district funds imposed by section 20 of Article XI of the Constitution. (A. G. O. 8827, October 13, 1933.)

The school district election authorized by section 20 of Article XI of the Constitution to exceed the limitations on school district expenditures imposed by said section may be called and conducted in the manner set forth in Political Code sections 1044, 1120, 1121, 1133, and 1151.

The expenditure of funds apportioned to a school district under section 6 of Article IX and section 15 of Article XIII of the Constitution is controlled by section 20 of Article XI of the Constitution.

Obligations lawfully incurred during the fiscal year 1932-1933 but not paid until the fiscal year 1933-1934 should be treated as expenditures for the fiscal year 1932-1933.

Expenditures of school districts for school buses which do not and can not comply with the State Board of Education Regulations or with the California Vehicle Act are subject to the limitations imposed by section 20 of Article XI of the Constitution.

The expenditure of funds accumulated by a school district for building purposes under School Code section 4.281 is governed by section 20 of Article XI of the Constitution. (A. G. O. 8827a, October 18, 1933.)

Application of Tax on Transportation for Compensation

Chapter 339, Statutes of 1933 (Truck Tax Law) is not applicable to a school district operating a school bus itself and paying for its upkeep and care, nor is it applicable to a parent or guardian of a pupil receiving money from a school district for the transportation of the pupils where such parent or guardian furnishes the transportation himself, but it is applicable to those parties who are not common carriers but who contract with a school district to provide transportation for the pupils of the district. (A. G. O. 8859, October 18, 1933.)

Contracts and the NRA

A party who has contracted to furnish certain supplies to a public agency at a certain price can not thereafter advance the price on the ground that because of the NRA he can not obtain the supplies bid on at the bid price. (A. G. O. 8853, October 18, 1933.)

Insurance of District Property in Mutual Insurance Companies

Notwithstanding Chapter 413, Statutes of 1933, amending certain sections of the County Mutual Fire Insurance Act (Deering Act 3729) school districts may not insure district property in mutual insurance companies, the carrying of such insurance being in viola-

tion of section 3 of Article IV of the Constitution. (A. G. O. 8773, October 3, 1933.)

Public Transportation of Private School Pupils

A school district is not authorized by School Code section 1.70 to transport private school pupils and is authorized only to transport such pupils as attend the schools of the district. (A. G. O. 8793, September 25, 1933.)

Purpose of Chapter 1055, Statutes 1933

Chapter 1055, Statutes of 1933, (Harper Bill) was enacted by the Legislature in order that the state and other governmental units might be able more readily to comply with terms prescribed by the President in carrying out the provisions of section 203 (a) of the National Industrial Recovery Act, or to obviate the necessity of requiring the federal government to acquire property necessary to its public works program by proceedings in eminent domain. (A. G. O. 8769, October 4, 1933.)

School Buildings

Chapter 59, Statutes of 1933 (Deering Act 7518b, 1933 Supplement to the 1931 School Code; known as the Field Bill) requires, in the case of the reconstruction of a part of a school building, only that that portion of the building reconstructed meet the approval of the Division of Architecture, Department of Public Works, provided that the reconstruction work would not result in an increased hazard to the remainder of the building. The act does not require that the entire building be made to meet requirements established by said Division of Architecture since the authority of the division extends only to new work.

In so far as the said Division of Architecture is concerned there is no connection between Chapter 59, Statutes of 1933, and Chapter 601, Statutes of 1933 (Deering Act 997, 1933 Supplement to 1931 School Code; known as the Riley Bill). (A. G. O. 8815, October 7, 1933.)

Vacancies in Office of School Trustee

Where part of the territory of a high school district withdraws therefrom for the purpose of forming another high school district, the trustees of the original high school district residing in the territory withdrawing cease to be trustees of said high school district and the offices held by them become vacant under School Code section 2.950 and such vacancies must be filled by the county superintendent of schools as provided by School Code section 2.1080. (A. G. O. 8854, October 18, 1933.)

FOR YOUR INFORMATION

REPORT OF NATIONAL CONFERENCE ON THE FINANCING OF EDUCATION

Recognizing the acute financial situation confronting public education in the United States, the Joint Commission on the Emergency in Education of the National Education Association and of the Department of Superintendence has made this matter a major item of its program. A National Conference on the Financing of Education composed of 27 leading educators and authorities in finance was organized and met in New York from July 31 to August 11, 1933. The report of the Joint Commission growing out of this conference presents the essentials of a modern school finance program upon which a firm structure for financing public education may be erected by states and by the nation.

Subjects discussed in the report are: State Responsibility and the Financing of Education, The State's Interest in the Local School Unit, The Educational Emergency in its Relation to Taxation, The State and Constructive Economies in Education, Securing Desirable State School Finance Legislation, The Federal Government and Education.

A School Finance Charter, embodying fundamental principles of school finance, is presented at the beginning of the report and is reproduced below:

SCHOOL FINANCE CHARTER

Essentials of a Modern School Finance Program

Believing that the financing of schools is a paramount public concern basic to the present and future welfare of our democracy, the following program is offered for action by the American people.

EDUCATIONAL OPPORTUNITY

Universal education. Funds to provide every child and youth a complete educational opportunity from early childhood to the age at which employment is possible and socially desirable. This right to be preserved regardless of residence, race, or economic status and to constitute an inalienable claim on the resources of local, state, and national governments.

Lifelong learning. Educational opportunities at public expense for every adult whenever such opportunities are required in the public interest.

Effective teaching. In every classroom competent teachers maintained at an economic level which will secure a high quality of socially motivated and broadly trained professional service.

ADEQUATE REVENUES

Equitable taxation. For the adequate support of all governmental activities, including the schools, a stable, varied, and flexible tax system, providing for a just sharing of the cost of government by all members of the community.

Public information. Accurate, intelligible, and frequent reports to taxpayers and the public on the management of the school money so that complete understanding and constructive attitudes with respect to school taxes and services may prevail.

CONSTRUCTIVE ECONOMY

School board independence. In every school system a board of education responsive to the will of the whole people and free to adopt and carry out truly efficient and economical financial policies for the schools.

Economical administration. A uniform and continuous policy of honest, economical, and productive spending of all school money.

LOCAL MANAGEMENT

Adequate local units. In every community trained educational leadership and other services secured through a local unit of school administration large enough to make such services financially possible and desirable.

Community initiative. For every school district the right to offer its children an education superior to state minimum standards and to seek and develop new methods intended to improve the work of the schools.

STATE RESPONSIBILITY

Equalization of educational opportunity. For every school district, sufficient financial support from the state to permit the maintenance of an acceptable state minimum program of education and to relieve the local property tax when this tax, upon which local initiative depends, is carrying an unfair share of the cost of government.

Professional leadership. Competent leadership in every state department of education so that reasonable minimum financial standards may be established and educational progress encouraged throughout the state.

Fiscal planning. In every state a long-time financial plan for public education, comprehensive in scope, based on experienced judgment and objective data, cooperatively developed, continually subject to review and revision, and reflecting faithfully the broad educational policy of the people.

NATIONAL INTEREST

Open schools. For every child deprived of education by emergency conditions beyond the control of his own community and state, immediate restoration of these rights through assistance from the Federal Government to the state concerned.

Federal support. Sufficient Federal support for the schools of the several states to protect the nation's interest in an educated citizenship, without Federal control over state and local educational policies.

If America is to recover prosperity and persist as a democratic nation these essentials must be provided.

CIRCULARS ON ECONOMY IN EDUCATION

The United States Department of the Interior Office of Education has recently issued in mimeographed form a series of circulars on possible economies in school administration. These circulars cover a wide variety of topics and have been prepared in order to point out how savings and economies have been made in the operation and maintenance of school plants in many communities. The materials have been selected from various reports received by the bureau. The methods cited in the circulars are those being used in this emergency, but are not necessarily recommended for continued use.

Single copies of the circulars are available free from the Office of Education, Washington, D. C.

A list of authors and circulars follows:

Bulletin 1933, No. 13. GAUMNITZ, W. H. *Correspondence Courses for High School Students.*

Pamphlet No. 45. COVERT, TIMON. *Larger Units for Educational Administration—a Potential Economy.*

Circular No. 110. COOK, KATHERINE M. *The Education of Teachers and the Financial Crisis.*

Circular No. 112. COVERT, TIMON. *Centralized Purchasing and Distribution of School Supplies.*

Circular No. 113. PROFFITT, M. M., and SEGEL, DAVID. *Economies in Class and School Organization.*

Circular No. 114. PROFFITT, M. M., and SEGEL, DAVID. *Techniques for Teaching Large Classes.*

Circular No. 115. FOSTER, E. M., and HERLIHY, L. B. *Operation and Maintenance of the School Plant.*

Circular No. 116. FOSTER, E. M., and HERLIHY, L. B. *Economies Through Budgeting and Accounting.*

Circular No. 117. GAUMNITZ, W. H. *Economies Through the Elimination of Very Small Schools.*

Circular No. 118. MCCABE, MARTHA. *Bibliography on Education During the Depression, Particularly Emphasizing Economies.*

A PRIMER OF THE NEW DEAL

A new booklet entitled *A Primer of the New Deal* has been recently prepared by E. E. Lewis, Professor of Education at Ohio State University. This booklet sets forth the essential facts on the major acts passed by the last Congress.

Fifteen topics of interest to all citizens including the National Industrial Recovery Act, the Glass-Steagall Banking Act, the Emergency Relief Program, and the New Powers of the President are treated.

The booklet is suited for use in classes in civics, history, economics, social problems, and other social studies fields. Copies of the booklet may be secured at 35 cents each, or 25 cents each if four or more are ordered, from the American Educational Press, Inc., 40 S. Third Street, Columbus, Ohio.

NATIONAL CRISIS SERIES

A critical analysis of President Roosevelt's recovery legislation entitled the *National Crisis Series*, will be published soon by Columbia University in the form of 14 pamphlets and a manual. These will be distributed to high schools, colleges, and adult study groups.

The purpose of the undertaking is to disseminate information concerning important legislative acts adopted by Congress since March, 1933, the advent of the New Deal. It seems imperative that students understand the striking changes that have been inaugurated to meet the present emergency. These studies will afford students an adequate basis upon which to appraise the various current issues that arise.

The National Crisis Series attempts to give all the facts in an impartial manner. It covers the field of finances, inflation, relief to the unemployed, public works, Civilian Conservation Corps, Muscle Shoals, National Industrial Recovery Act, and all other pertinent phases of the present administration.

PLAIN TALK MAGAZINE

Plain Talk, a monthly magazine published by Morris A. Bealle, 1003 K Street Northwest, Washington, D. C., announces that future numbers will carry articles devoted to the defense of the public schools and school teachers. The November issue will contain a story entitled "Soak the School Teachers" in which the source and character of certain attacks on schools and teachers will be revealed. Teachers may secure a reduction of 40 per cent from the regular subscription price of \$2.50 per year.

AMERICAN RED CROSS FIRST AID TEXTBOOK

A new *First Aid Textbook* has been issued by the American Red Cross superseding the Third General Edition which has been used by many schools. Changes in order of presentation, modifications of procedure, and new illustrations characterize the new book. Revisions in the older edition have been made, (1) to present methods proven best by experience and experimentation, and (2) to simplify the work of the instructor. Copies may be secured from the Pacific Division, American Red Cross, Civic Auditorium, San Francisco, California.

LAKES OF CALIFORNIA

The Division of Mines of the State Department of Natural Resources announces the publication of a bulletin entitled *The Lakes of California*, by William Morris Davis, Balch Graduate School of Geologic Sciences, California Institute of Technology, Pasadena. This bulletin is reprinted from the Quarterly Chapter of the State Mineralogist's

Report XXIX, *California Journal of Mines and Geology*, Vol. 29, Nos. 1 and 2, January and April, 1933.

The Lakes of California should prove useful in high schools and especially in junior college classes in physiography. Copies of this reprint may be secured at cost upon application to the State Division of Mines, Ferry Building, San Francisco. If sufficient orders are received, the cost will probably be 15 cents for single copies, or 10 cents each when quantities of 100 copies or more are ordered.

EDUCATIONAL BROADCASTS

Education at the Crossroads

The California State Department of Education is continuing its Education at the Crossroads program every Saturday evening from 6:30 to 6:45 p.m., over station KPO. The November program follows:

November 4—Honorable Emmet Seawell, Associate Justice, California Supreme Court and Grand President, Native Sons of the Golden West, will discuss "The Development of the California Public School."

November 11—Dr. Paul Cadman, University of California, Berkeley, will speak on "Democracy and Education."

November 18—Ollie Sneidgar, Probation Officer of Alameda County, will speak on "Crime and Education."

November 25—Dr. Ivan R. Waterman, Chief, Division of Textbooks and Publications, State Department of Education, will speak on "Education for a New Citizenship."

You and Your Government

The series of broadcasts on You and Your Government is being continued every Tuesday at 4:15 p.m., PST. These broadcasts are presented by the Committee on Civic Education by Radio of the National Advisory Council on Radio in Education, and the American Political Science Association, in cooperation with the Committee on Citizens Councils for Constructive Economy of the National Municipal League. Pacific coast stations participating in this program are: KECA, KFSD, KPO, KJR, KHQ, and KGW.

These broadcasts provide excellent supplementary material for high school and college classes in civics and government. The subject matter is accurate, timely, and interestingly presented. Copies of this program will be supplied free upon request to the National Advisory Council on Radio in Education, 60 East Forty-second Street, New York, N. Y.

The Magic of Speech

A series of radio broadcasts which will be of interest to school administrators and teachers is The Magic of Speech Broadcasts, directed

by Vida Ravenscroft Sutton, in cooperation with the Radio Council for American Speech. This program is released over Station KPO, San Francisco, every Friday from 11 to 11:30 a.m., PST. The following program is offered for November and December:

November 3, 10, 17, 24—Body Engineering

The Importance of Posture

Energy and Speech

Speech Disorders

Reviews of books about our bodies

December 1, 8, 15, 22, 29—Learning to Talk

Speech Appreciation

Learning and Relearning to Talk

Extemporaneous Speaking

A Daily Journal

Reading Aloud

This series of broadcasts about speech consists of a half hour program on Fridays which began the first Friday in October, 1933, and will continue throughout June, 1934. The subject is covered in monthly topics with four programs devoted to each. These consist of talks, discussions, interviews, book reviews, and questionnaires followed by illustrations in readings, monologues, stories, and sketches. The speakers for the different broadcasts will be selected from the faculties of various colleges and universities; outstanding teachers of public speaking; authors, editors, and other prominent persons.

For further information concerning this program address Vida Ravenscroft Sutton, Director of the Magic of Speech Broadcasts, 711 Fifth Avenue, New York, N. Y.

PROFESSIONAL LITERATURE

REVIEWS

HENRY JAMES FORMAN. *Our Movie Made Children*. New York: The Macmillan Company, 1933, viii + 288 pp.

Much has been said and written in recent years concerning the effects of the motion picture upon the lives and conduct of American youth. Juvenile crime and delinquency and a growing disrespect for law and established social customs and institutions are attributed directly to the influence of the movies. Most of such statements have been based upon mere opinion, casual observation, and isolated fragmentary information, rather than upon scientific investigation.

The need for accurate information on the effects of the movies stimulated the Motion Picture Research Council to request that comprehensive study be made by a Committee on Educational Research headed by W. W. Charters, Professor of Education and Director of Educational Research of the University of Ohio, and supported by the Payne Fund. This committee made a series of 12 independent scientific investigations on different phases of the nature of motion pictures and their effects upon conduct. These investigations constituted the basic material used by Mr. Forman in preparing this volume. W. W. Charters, in the introduction, states that Mr. Forman "shows a thorough grasp of the facts in the complicated materials presented in the nearly three thousand pages which constitute the report of the twelve studies." The book is written in popular style and sets forth the results of the investigations in vivid and dramatic fashion without, however, sacrificing accuracy.

The scope and nature of the book may be portrayed by a summarization of certain of the conclusions. Following are some of the most significant:

The movies in the United States have a weekly audience of 77,000,000 people, of whom over 28,000,000 are children and adolescents. On the average, children attend one movie per week.

The three subjects of crime, sex, and love constituted the major themes of 72 per cent of the motion pictures of 1930.

Younger as well as older children remember and retain a starting amount of what they see in the movies. Such items as sports, crime, and acts of violence seem to be best remembered.

In general, the movies have a deleterious effect on the sleep of boys and girls. Investigation proved that, on the average, motility during sleep after seeing a movie increased over the normal amount about 26 per cent in the case of boys and 14 per cent for girls.

Motion pictures have a powerful influence on the social attitudes and prejudices of children. For example, the sight of a Chinese villain pursuing the fair young heroine through the many instalments of a thrilling serial will result in an anti-Chinese attitude on the part of many.

"A large part of the average child's imagery used for interpretation of experience in every-day life has its source in motion pictures." Extreme forms of conduct portrayed as the norm "tend to bewilder the young, to make them rebellious against necessary restraints, to confuse them in their process of being educated."

Case studies of individuals confined in penal institutions prove that pictures of crime and gangsters are a cause of crime through creating a desire to commit crime and by suggesting methods and means of crime.

Records of sex delinquents reveal that the movies have been the direct cause of sex delinquency among both boys and girls.

Dr. Charters states in his introduction "I agree with the author in the fundamental position that the motion picture is powerful to an unexpected degree in affecting the information, attitudes, emotional experiences and conduct patterns of children; that the content of current commercial motion pictures constitutes a valid basis for apprehension about their influence upon children; and that the commercial movies present a critical and complicated situation in which the wholehearted and sincere cooperation of the producers with parents and public is essential to discover how to use motion pictures to the best advantage of children."

The book succeeds well in portraying the facts concerning the nature and purpose of the movies. It will make some wish to study the original report of the 12 investigations upon which it is based. It should stimulate the general public to seek for remedies. Particularly should all educators be aroused to a realization of the baffling, complex problems presented by the movies, and to an effort toward their solution.

IVAN R. WATERMAN

Elementary School Libraries. The National Elementary Principal, Bulletin of the Department of Elementary School Principals, National Education Association. Twelfth Yearbook, Vol. XII, No. 5, June, 1933, pp. 117-576.

The Department of Elementary School Principals, National Education Association, has presented its Twelfth Yearbook on the subject *Elementary School Libraries*. The elementary school principals have directed attention to a most important subject.

The library has a new significance in modern education. Gone are the days when acquisition of the meager facts of a textbook represented realization of the educational ideal. The program of integrated activities around large centers of interest requires wide reading, the consultation of many references, investigation of extensive sources of information.

Every phrase in current educational use contributes to an acceptance of the concept of the library as the heart of the modern school. The "reading program" replaces the deadening repetition to *finish* the grade reader. The "reading program" implies reading many interesting books, of widely varying content, at the level of reading ability the child possesses.

The "unit of work" in the elementary science or social studies field means a comprehensive experience centering around a definite topic rather than a few pages mastered from the textbook. It means consulting many books and periodicals to accumulate the necessary data essential to recreate for the child the specific experiences involved in the unit. The modern philosophy of education elevates the library to a position of supreme importance. This point of view constitutes the theme of Chapter I, Modern Education and the Library, and sets the keynote for the entire publication.

Chapter II, Status of Libraries in Elementary Schools is based on the tabulated replies of 669 elementary school principals on an inquiry form. The study is suggestive of organization and administrative plans for making library opportunity available to elementary school children.

The development of "library mindedness" on the part of teachers and pupils; a project on children's participation in organizing a school library; parent activities in organizing and maintaining a library; the operation of a library in a departmentalized school; the school library organized to serve the needs of adults and children indicate the contents of Chapter III, Organization and Administration of the School Library.

The important problem of Planning the School Library is considered in Chapter IV. Some helpful plans are proposed and considerable attention is given to the problem of creating a library atmosphere. The summarization of research studies related to library plans is concise and useful.

Relationships Between Schools and Public Libraries treated in Chapter V, shows how the public libraries serve the schools. Such procedures as the bookmobile, visits to classrooms by librarians, book talks, visiting days by teachers and pupils to the public library, establishment of branch libraries in elementary schools, were most frequently used. In an inquiry directed to superintendents in cities over 50,000, 95 per cent reported book loans to schools from elementary libraries.

Chapter VI, Integrating the School Library and the Classroom, presents 11 illustrations of the library as an integral part of the activities of the modern school.

The training and functions of the librarian is handled in Chapter VII, The School Librarian. No adequate analysis of the duties of the school librarian has been presented. Without such analysis the opinions expressed are too atmospheric to answer the question, What can a librarian do that a teacher can not do?

Providing library service in sparsely populated areas is the problem presented in Chapter VIII, Rural and State Library Practices.

The principal's work in guiding, adjusting, and appraising the school library constitutes the material of Chapter IX, Supervision and Appraisal. The effectiveness of the library can only be measured if definite objectives, procedures, and record forms are established.

Chapter X, Research Studies of Booklists and Reading Interests, will guide the principal to the best sources available in selecting material.

The Department of Elementary School Principals deserves commendation for bringing together this record of the experiences of a large number of individuals interested in the problem. The publication shares, however, the serious faults of a symposium. It is repetitious. It is inconclusive. It solves no problems which a less voluminous but more specific research study might have solved. It brings together a wide variety of individual opinions but lacks the advancement in understanding of the problem possible if individual thinking could have been merged in group conclusions. That such a technique is not impossible in yearbook-making has been demonstrated in recent publications of other organizations.

The overview of the elementary school library situation reveals that some progress has been made but much more remains to be done. If the publication challenges elementary school principals to study their individual problems and use the initiative and perseverance necessary to provide this important element of a modern education, it has amply justified its preparation.

HELEN HEFFERNAN

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